



INVESTING IN CANADA

FOSTERING AN AGENDA
FOR CITIZEN AND
COMMUNITY PARTICIPATION



THE SPORT MATTERS GROUP

The Sport Matters Group (SMG) is a group of national and provincial sport leaders who care about the future of sport in Canada and the fulfillment of sport's important contributions to our society. The Group provides an opportunity for participants to contribute to the development of sport in Canada and to collaborate on various public policy issues of interest to the sector.

The SMG includes over 60 organizations and sport leaders actively involved in reviewing and responding to sport sector issues as they arise, such that the sector's collective resources and contributions can be fully utilized. Among these has been the sport sector's involvement in the Canadian Sport Policy, the new Physical Activity and Sport Act, the True Sport Movement and the linkages between sport, physical activity and healthy living.

As a voluntary group of sport leaders, participants have come together under the banner of Sport Matters, because sport matters.

THE PUBLIC POLICY FORUM

Striving for Excellence in Government

The Public Policy Forum is a non-partisan, non-profit organization aimed at improving the quality of government in Canada through better dialogue between government, the private and the third sectors. The Forum's members, drawn from businesses, federal and provincial governments, the voluntary sector and the labour movement, share a common belief that an efficient and effective public service is a key element in ensuring our quality of life and global competitive position.

Established in 1987, the Public Policy Forum has gained a reputation as a trusted, neutral facilitator, capable of bringing together a wide range of stakeholders in productive dialogue. Its research program provides a neutral base to inform collective decision-making. By promoting more information sharing and greater linkages between governments and other sectors, the Public Policy Forum ensures that Canada's future directions become more dynamic, coordinated and responsive to the challenges and opportunities which lie before us. For more information, please visit <http://www.ppforum.ca>

**A copy of this report is available at www.ppforum.ca
and at www.sportmatters.ca**



**Public Forum
Policy des politiques
Forum publiques**

We are grateful to the Department of Canadian Heritage for providing the support to develop and produce this report.

Aussi disponible en français

FOREWORD

INVESTING IN CANADA

In August 2001 Statistics Canada, in partnership with Volunteer Canada and the Canadian Centre for Philanthropy, released the 2000 National Survey on Giving, Volunteering and Participating. The results were dramatic, revealing a 5% drop in volunteering in Canada over the previous three years amounting to one million fewer volunteers annually. As President of Volunteer Canada I felt it was clearly necessary to raise the clarion cry. “Alarm Raised” read the Globe and Mail front page headline, “One Million Fewer Volunteers in Canada.”

The implications for the voluntary sector and the policy analysts concerned about volunteering were clear. Over the next year a concerted effort brought to fruition a major investment by the federal government—the Canada Volunteerism Initiative—and Volunteer Canada, the Canadian Centre for Philanthropy and countless other national and local voluntary organizations began to focus serious and strategic attention onto issues related to volunteerism in Canada.

But as I, and my colleague Michael Hall, from the Canadian Centre for Philanthropy, spent time musing as to the causes for the drop in volunteering and the nature and quality of “giving” behaviours in general, we became increasingly aware that focusing only on the drop in formal volunteering was perhaps shortsighted. What else, we wondered, were Canadians doing with their time? Did the drop in “volunteering” behaviour mean that they were doing less for each other, less for the common good? What about the parent struggling to get their learning disabled child through school and working long hours at homework, or the older man caring for his wife with Alzheimer disease while also keeping an eye on his ailing brother? Were these individuals not making an important voluntary contribution to the quality of life in their community? And how does participating in a sport really differ from volunteering for a sport club if the intent, and the benefit, is about being active in one’s community?

Over the year or so following the release of the 2000 National Survey of Giving, Volunteering and Participating, I spent time reflecting on these and other questions. During that same period I spent a lot of time working with Victor Lachance and others from the sport community as we considered the implications for sport of the evolution of volunteerism in Canada and as discussions began to take place in that community around the value and importance of community based sport.

In June of 2003 The Sport Matters Group and the Public Policy Forum hosted a roundtable on the future of sport in Canada. One of the key results was a consensus from participants that sport, citizenship and active communities are inexorably linked. An exciting idea began to take shape and the utilization of sport as the ‘best case’ example led to the concretization of a thesis, and questions associated with it, that formed the basis for a process of enquiry and analysis now distilled into this report. Thanks to funding from the department of Canadian Heritage, through Sport Canada, the Public Policy Forum and the Sport Matters Group were able to engage me to pursue the trail of citizen and community participation. The result is this paper which is based on a series of interviews with Canadian leaders that explored the central thesis that citizen participation—as evidenced in the engagement of people in sport, physical activity—builds social capital, that social capital is central to quality of life and that as such it requires attention and investment.

With the support and interest of the Public Policy Forum, the Sport Matters Group and the department of Canadian Heritage, I have been able to propose a broader definition of citizen participation than has been suggested to date and to consider the arguments for investment and how such investment could increase this positive element of Canadian citizenship and community life.

It is with some trepidation that I ventured into territory in which much more learned and experienced people make their home. In think tanks, research institutes and universities across the country much attention is being given to the importance of social capital, civic engagement, overcoming the democratic deficit and ideas about active citizenship. In tens of thousands of community-based

organizations, both formally structured and informally thrown together around an issue, creative and innovative approaches to engaging citizens in decision making and action are being explored. In the health care field there is movement towards a greater acceptance of the relationship between physical activity, sport and health status. The needs of informal caregivers, the importance of the faith sector, the role of citizens in affecting the environment, the importance of arts to shared identity, the connection between community life and national security, the potential of early life exposure to shape consciousness and behaviour—thinkers and leaders in every sphere of policy and programming are actively exploring and pursuing all of these issues and more.

This paper, which represents the distillation of my thinking on this subject over the past three years and an exploration of these ideas with leading thinkers/leaders, proposes a framework that seeks to integrate a number of related, but as yet disconnected, ideas and areas of activity. It is in both suggesting and considering action related to an integrated concept of citizen and community participation that the future challenge lies. By tying together ideas and spheres as seemingly disparate as sport and faith, or caregiving and environmental stewardship, a common denominator has been identified; ourselves. It is between individuals and their communities that values, decisions and behaviours interact, even collide, driving citizens to collective action that shapes the very society in which we live.

During the preparation of this paper I was privileged to chew over these ideas with a veritable “who’s who” of great thinkers. Appendix A lists the individuals who were gracious enough to spend their time and energy with me

exploring the definitions and possibilities inherent in citizen and community participation. I can only thank them for their generosity and enthusiasm. The ideas contained here would never have come together without their help.

This paper also includes a case study examining the specific importance of citizen and community participation to the evolution of the sport and physical activity sector. While it would have been possible to do something similar from a range of perspectives—citizen and community participation and the environment for example, or from an older adult or youth perspective—applying the approaches discussed here to the sport and physical activity sphere proved to be particularly useful in illustrating the main themes the paper presents. The enthusiastic and innovative input that I received from the interviewees (both those who are part of the world of sport and physical activity, and from many of the others interviewed) about the connection and importance of citizen and community participation to the viability of sport—and vice versa—enabled me to think through the issues explored here in a far more creative and pragmatic way than I could have otherwise done.

I owe a particular vote of thanks to the team who guided my work throughout the project. While I take pride in the authorship of this paper, and with it responsibility for the ideas and recommendations herein, I could not have conceived or written the piece without the remarkable brain power, and outstanding editorial input, of Victor Lachance, Jan Elliott, David Brook, Ian Bird and Suzanne Clement. And for the kind of support that only comes from the people who love you enough to challenge you, I am truly grateful to Simone Dolan, Tom Ring and Julie Derrick.

Paddy Bowen
March 31, 2004

APPENDIX A

The following individuals contributed their wisdom and perspective by participating in an interview with me on the issue of citizen and community participation. To a person they were wise, challenging, committed and persuasive. I only hope the paper does justice to the depth of their contribution. P.B.

Bill Allen

David Anderson

Tom Axworthy

Ian Bird

Ed Broadbent

Tim Brodhead

Susan Carter

Laura Chapman

Jean-Marc Chouinard

Cora Craig

Steve Findlay

Jeff Frank

Nathal Gilbert

Steve Grundy

Michael Hall

Jean Harvey

John Helliwell

Alex Himelfarb

Patrick Johnston

Paul Jurbala

Bruce Kidd

Arthur Kroeger

Marcel Lauziere

Joanne Linzey

Lyle Makosky

Judith Maxwell

Brian McPherson

Liz Mulholland

Landon Pearson

Susan Phillips

Andre Picard

Dick Pound

Hugh Segal

Mike Sheridan

Guy Tanguay

Sherry Torjman

Meagan Williams

Bob Wyatt

Ric Young


Giuliano Zaccardelli

David Zussman

TABLE OF CONTENTS

Foreward	1
Appendix A	3
Executive Summary	5
Introduction	9
Understanding Citizen And Community Participation	11
Intrinsic To Our Humanity	12
Individual And Collective	12
Considering Investment In Citizen And Community Participation	15
Why Fix What Isn't Broken?	16
A Matter Of Trust	16
But Whose Job Is This Anyway?	18
A Shared Responsibility	19
People Think Laterally—Systems Operate Vertically	20
Moving Forward	23
Setting The Stage For Success	24
A Conceptual Model For Investment In Citizen And Community Participation	25
Individual	25
Collective	25
Convening	28
Impact	29
Taking Some First Steps: Ten One Million Dollar Things To Do Right Away	31
A Case In Point: Considering Sport And Physical Activity From A Citizen And Community Participation Perspective	34
Conclusion	39

EXECUTIVE SUMMARY



By tying together ideas and spheres as seemingly disparate as sport and faith, or caregiving and environmental stewardship, a common denominator has been identified; ourselves. It is between individuals and their communities that values, decisions and behaviours interact, even collide, driving citizens to collective action that shapes the very society in which we live.



This paper is intended to stimulate discussion and consideration of the importance of citizen and community participation and to put forward an argument for investment and

leadership. The potential “investors” in this remarkable phenomenon are many: governments, foundations, the corporate sector, voluntary and non-profit organizations, communities and even individuals. Like participation itself, the process required to think through ways to lever and enrich citizen and community participation needs to be multi-faceted, collaborative and creative. No one agent of society can or should own the leadership or enabling role. Ultimately, action must be harnessed to a shared vision; a vision for a Canada in which each person makes a contribution and together we build a better world.

This paper identifies seven individual behaviours that encompass a spectrum of activity that we define as “citizen and community participation.”

1. **Public involvement**
2. **Volunteering and giving**
3. **Caregiving**
4. **Environmental stewardship**
5. **Belonging**
6. **Cultural activity**
7. **Sport/Physical activity**

When citizens choose, through these individual behaviours, to participate in collective action two outcomes occur. The individual gains personal benefit and they create mutual benefit for the community. The results are exponential and pervasive. Health and psychological research shows that individuals who feel connected to others and to their community experience higher levels of well-being and health status, do better in work and economically, raise better adjusted children and are encouraged to stay active. Community development and economic research tells us that communities with high levels of citizen participation are safer, more democratic, more attractive to investment, have lower incidences of crime, homelessness, pollution, youth and newcomer alienation.

Notwithstanding the evident individual benefit accrued when people are engaged, the imperative to invest in citizen and community participation lies at the societal end of the spectrum where collective impact and benefit are potentially highest.

The argument is both simple and persuasive: when people are active—physically active, as volunteers, as people of faith, or involved in the arts—they are healthier in body, mind and spirit. And healthy people are integral to a healthy and viable society.

It has been argued that both the market economy and the social economy are essentially defined by the dynamic of interaction; interactions that result in the exchange of production and goods for services and sometimes for profit—interactions that occur between and among individuals and organizations. In the market economy the “capital” that is both generated by and depended upon is money. In the social economy the capital is trust. It too feeds off itself. When people trust each other, and the processes, services and institutions around them, they support and participate in those same things thereby producing even higher levels of trust.

Uncertainty in the environment in which people live conspires to endanger trust. People are concerned about their personal health, safety and financial well-being. They worry about the future of their children. They observe a number of pressing societal problems that seem to signal danger ahead. Issues such as terrorism and crime, mounting demands on the health care system, the increasing divide between those who “have” and those who “have-not,” the viability of their communities, the state of democracy, the environment and the future prosperity, especially of children and youth.

The mediating forces that shore up our ability to withstand these challenges are few but powerful: good government, a viable economy, well managed health and public safety systems, forward looking education, a compassionate and innovative web of social welfare programs. One of the most effective guards against the erosion of quality of life lies in the country’s citizens and their willingness and ability to be part of finding and implementing solutions.

When citizens participate in shaping and delivering health care, social services, environmental protection, education, crime prevention and law enforcement, the ability of these systems to operate is exponentially increased. When systems operate effectively and people feel that their input is respected, that they have a stake in how decisions are made and implemented, trust levels rise. And when levels of trust between and among people are high we build a reserve of social capital that acts as a buffer against current and future challenges.

All levels of government have a unique role to play in creating an enabling environment for citizen participation, in providing funding and support to community activity and to promoting and paying for research that leads to improvements.

The voluntary and non-profit sector has a major role to play as the primary mobilizer of people as volunteers and as the sphere of society that represents the interests of countless constituencies and acts as a driver for social progress and justice.

The corporate sector can contribute by introducing corporate policy that encourages community engagement and citizen participation and by making corporate decisions related to location, human resources and corporate social responsibility approaches through a citizen and community participation lens.

In the end it is not a matter of seeing citizen and community participation as something apart and different from health care, education, public safety, the environment or any one of the elements that define society.



The fact is that citizen and community participation is as integral to managing all parts of society as government, industry, money and infrastructure. As such, moving forward on an agenda to foster citizen and community participation will be impossible until and unless a range of government, voluntary sector, community, business and other interested stakeholders can come together to act both collectively and individually to enable achievement of broader societal goals.

Three conditions are required to proceed: shared vision, a multi-layered strategy to encourage citizen and community participation and a new approach to leadership.

This paper presents a conceptual model for investment that aligns the enabling of citizen and community participation to the achievement of larger societal goals. Three levels of investment are suggested.



INDIVIDUAL

Investment in this area will seek to develop a better understanding of the dynamics of motivation, the patterns of involvement, and the ways to promote participation to and by individuals. Based on this knowledge, efforts can be made to encourage and empower individuals to become active and to reduce the barriers that, at an individual level, prevent such engagement.

COLLECTIVE

Investment at the collective level targets resources to support community activities. In order to support and build the capacity of collective activity both within an organizational context and at the informal citizen level, funding and other resources (technical and human) should be provided within local communities. In addition to providing for the establishment, improvement or growth of community-based citizen and community activities, a parallel research strategy will allow for the cross-fertilization of successes and establish a baseline of knowledge increasing our ability to utilize citizen and community participation to achieve larger societal goals. Such research will also provide a key resource for work done at the convening level (see below).

CONVENING

The investment strategy at the convening level focuses on the breadth, diversity and implementation of the idea of citizen and community participation and the establishment of a mechanism to foster leadership. It seeks to support the advancement of the integrated concept, or “whole strategy” of citizen and community participation that is made up of a wide variety of programmatic, organizational and leadership components. The goal is to encourage the development of integrated processes and approaches while recognizing that specific outputs will be varied.

Investment at the individual, collective and convening levels of engagement is ultimately for the purpose of enabling our shared ability to create the social and public landscape that we need and want for Canada.

The decisions about how and where to invest in ways to increase and utilize citizen and community participation for the purpose of achieving broader goals need to be considered by a range of stakeholders: governments, communities, the business sector, voluntary organizations, academics and researchers, individuals.

This paper provides a framework, and enough concrete advice, to facilitate the discussions that must now occur. Discussions that can inform decisions to be made about the importance of fostering citizen and community participation and the shared desired outcomes of all concerned.

The applied approach proposed in this paper will make a difference by adding value to existing organizations, movements and initiatives that contribute to citizen and community participation. It will do so by integrating the individual, community and leadership dimensions of citizen and community participation, in a way that allows diverse interests and investors to apply this integrated approach to address current social issues and social objectives. It treats citizen and community participation as an outcome; it is an approach that is adaptable to different ways of achieving that outcome, and with embedded effects that will continue to make an important contribution to the quality of life in Canada.



INTRODUCTION



Together we raise the next generation, care for each other in sickness or in need, build communities and set standards to create a safe and secure environment. Government does some, communities do some, individuals do some: together we do it all.



Connection, a sense of belonging—these fundamental human characteristics are born of a physiology that delivers us into a pack and fosters interdependence between and among people—for survival, for meaning, and for joy. Canadians have a unique relationship to each other, to their communities and their country.

Canadian social history is distinctly marked by the effect of founding peoples and immigrants bonded by their collective need to understand and tame their new and northern country. As challenging as a first prairie winter or the vagaries of coastal life, communities were forced to work together, to depend on each other, to create networks based on trust and mutual respect. The emerging Canada inherited from aboriginal culture a spirit of awe before the natural world, and an intrinsically egalitarian approach to society. The melding of two distinct cultures, two languages, while not always easy, shaped our identity, and embedded the values of tolerance, diversity and inclusion in our national consciousness.

Canada is a prosperous country, blessed with resources, people, security, good governance, health care and social programs shaped for the people, by the people. And yet, the yearning for connection has never been more prevalent. Perhaps it is our very comfort that allows Canadians to expect more, to seek beyond the market where they earn and spend money, beyond their private home and lives, to need something bigger, something not only about self but about the other. A sense of community that confirms well-being, that recognizes that we are our brother's keeper, that creates a web of relationships and supports that never leave us, or our neighbour, alone, isolated, afraid.

And so millions of Canadians step outside their homes, beyond their places of work, to connect. They volunteer, they vote, they take care of each other, especially the sick, the elderly, and the disabled. They belong to places of worship and clubs and associations and unions. They play an instrument, a sport, sing in a choir, run with the

jogging club. They recycle and walk to work and turn off the tap when they brush their teeth. They embrace the value of caring and have a marked predilection for being active.

The pundits tell us that such behaviours create social capital—an important resource for fostering economically viable communities, reducing crime, increasing health and well-being. But Canadians don't know so much about that. Canadians just know that life is better this way; that the solutions to problems are as diverse as the problems themselves. Canadians just want to help make things right. That when they are there for someone else, one day, someone will be there for them.

Over time, we may have developed the belief that government would provide all: educate our children, keep us safe, provide us with health care, serve the disabled, help the disenfranchised, welcome and support newcomers, protect our borders. Government would build social and physical and economic infrastructure so that we could be supported from cradle to grave. We have now come to see that government and public services only work with the people. Together we raise the next generation, care for each other in sickness or in need, build communities and set standards to create a safe and secure environment. Government does some, communities do some, individuals do some: together we do it all.

This paper is intended to stimulate discussion and consideration of the importance of citizen and community participation and to put forward an argument for investment and leadership. The potential “investors” in this remarkable phenomenon are many: governments, foundations, the corporate sector, voluntary and non-profit organizations, communities and even individuals. Like participation itself the process required to think through ways to lever and enrich citizen and community participation needs to be multi-faceted, collaborative and creative. No one agent of society can or should own the leadership or enabling role. Ultimately, action must be harnessed to a shared vision; a vision for a Canada in which each person makes a contribution and together we build a better world.

UNDERSTANDING CITIZEN AND COMMUNITY PARTICIPATION



A virtuous circle emerges; individuals are moved to act, they come together to do so collectively, they create opportunity, examples and a culture that encourages individuals to act collectively.



Citizen and community participation can be seen as a naturally occurring phenomenon embraced by all people, through history, across cultures and in every human context.

INTRINSIC TO OUR HUMANITY

American sociologist Thomas Edelberg contends that humankind has always been driven to create what he calls “third” places, the spaces that exist in the commons, apart from our “first” places of home and land, and the “second” places of the marketplace. The great third places include the pub, the piazza, the community centre, the church basement, the local coffee shop, the shopping mall. Places where people congregate, where food and predictable companionship and interaction are guaranteed.

A behavioural comparison can be drawn when thinking about citizen participation. If our “first” behaviours are based in our private lives, the things we do strictly for ourselves, in our primary relationships with family and friends, and if our “second” set of behaviours are market driven wherein we make, receive and spend money behaving as one of a million cogs in the collective economic wheel, our “third” behaviours are those we carry out in the commons and for the common good.

The historical, cultural, and pervasive existence of participatory behaviour proves its natural quality. People seem to have always needed to connect, relate, support and interact with each other beyond the limits of what may be seen to be required for basic survival. Indeed, it could be argued that such behaviours do impinge on survival; at the very least on the survival of the soul and, depending on how deep the analysis goes, perhaps on society itself. Robert Putnam, John Helliwell and others have argued, and have begun to collect incontrovertible proof, that societies in which people participate and social capital is high, are safer, healthier, and more economically viable. History has shown countless incidences where efforts to contain or deny naturally occurring

participation—in repressive or communist regimes for example—result in the failure of the society to flourish and an eventual emergence, sometimes hidden for years, of citizen engagement.

Although it is helpful to start with a view of citizen and community participation at the conceptual level, and to understand it as a natural and powerful phenomenon that exists outside of (and sometimes despite) efforts to consciously create or manage it, it is only when we understand the composition of the phenomenon that we can grasp its real importance.

INDIVIDUAL AND COLLECTIVE

The existence of process and outputs at a collective level is, by definition, reflective of the combined effects of individual action. The collective behaviour of individuals stems from choices they have made—to act—which are informed by their personal values, psychology and life experience. Most participative behaviour results in the creation of relationships that in turn produce the sense of belonging, trust, support, and services that define our collective experience of communal life. A virtuous circle emerges; individuals are moved to act, they come together to do so collectively, they create opportunity, examples and a culture that encourages individuals to act collectively. In the end it is collective action that defines the common space of society and to a large degree determines quality of life.

While all individual behaviours, at least theoretically, will have some impact on our shared existence, those that are consciously targeted to beneficially impact the well-being of others are the focus of this discussion.

For the purposes of this paper we have identified seven individual behaviours that encompass a spectrum of activity that we define as “citizen and community participation.”

1. Public involvement

This includes participation in the democratic process (voting, advocacy) and consultation and community engagement efforts, as well as in the formation of public, community and organizational policy and decisions.

2. **Volunteering and giving**

Both formal volunteering through organizations and informal volunteering through networks, at work, in neighbourhoods. Giving includes the donation of goods, money, and in-kind services.

3. **Caregiving**

Activities that take place within families and through formal and informal systems.

4. **Environmental stewardship**

Environmentally responsible behaviours such as recycling, resource protection and consumption.

5. **Belonging**

Belonging as a participant or member of places of worship, unions, associations.

6. **Cultural activity**

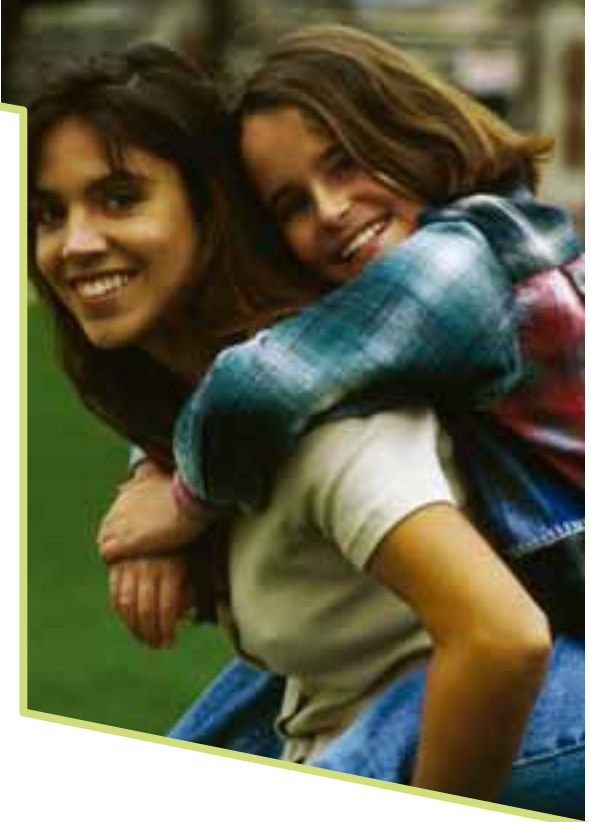
Participation in arts and cultural events.

7. **Sport/Physical activity**

Being physically active, participating in sport.

Clearly there is overlap among and between these spheres of activity and of course many people are active in numerous areas. In each of these categories one may envision a continuum of intensity and type of participation that moves from the completely private (I am a person of faith, I recycle my canned goods, I jog, I vote) to the moderately participative (I go to synagogue often, I join the park clean-up once a year, I run with some neighbours, I belong to the neighbourhood association), to the highly engaged (I visit shut-ins through the pastoral care program, I coordinate a recycling program at my kids school, I belong to a running club and we put on a number of 10K charity races, I sit on a management committee for the City).

It may be arguable how much the purely personal end of each continuum should be considered “participation” and whether, and how much, external agencies should concern themselves with essentially private choices and behaviours. Not that an interest in personal behaviours is completely outside the scope of public policy makers. For example, in a health promotion context, there is a long history of utilizing public dollars and harnessing public opinion to try and affect individual behaviour—smoking cessation for example, or safe sex. On the other hand, little effort has been made to try to get people to be more artistic or faithful.



While the decision to get engaged may be best understood from a psychological (individual) perspective, the impact of the decision, introduces the sociological (collective) perspective as we consider the results that accrue—the creation of initiatives and efforts that define and change things at a level beyond the individual. Research, promotion, identifying and overcoming barriers, programming, will be considered differently depending on which of these perspective is chosen.

When citizens participate in collective action two outcomes occur. The individual gains personal benefit and they create mutual benefit for the community. The results are exponential and pervasive. Health and psychological research shows that individuals who feel connected to others and to their community experience higher levels of well-being and health status, do better in work and economically, raise better adjusted children and are encouraged to stay active. Community development and economic research tells us that communities with high levels of citizen participation are safer, more democratic, more attractive to investment, have lower incidences of crime, homelessness, pollution, youth and newcomer alienation.

A QUESTION OF TIME

Consider the issue of time and time use and its impact on participatory behaviour.

On one hand, we question whether the way people spend their time is purely a reflection of their individual psychology. Will people always find time for the things they value, despite the external factors that may affect them? Factors such as single parenting, families with two working parents, the sandwiching of baby boomers between aging parents and children born later in life, the pressures of commuting, technology, health issues, even personal energy levels, and values.

If, as part of an agenda to foster citizen participation, we decide to pursue the matter of time with a psychologically based lens, it would lead to the need for a better understanding of how and why individuals make decisions about allocating time in their lives. We might seek to persuade or promote decision-making about time. One can imagine a social marketing campaign—Spend Your Time... With Us (pictures of people active in the community).

We would utilize time use studies to identify which people give less time to participatory behaviour and we would target programming to them (young people for example).

On the other hand, taking a 'needs of the collective' perspective would lead to a more sociological approach that would focus on finding ways to make more time available, in general. For example, some suggest that changes to labour standards could be made, similar to those introduced when vacation or maternity leave were seen to be necessary and regulatory changes led to their guaranteed availability within labour law. Urban approaches would be considered—in transportation or for building more inner city living. Cutting down on the need to commute or building more local and easily accessed community centres, sports facilities, places for the arts, would be considered. An emphasis would be put on corporate culture changes that allow people to take time off to participate during work days. Imagine now a different campaign—targeted not to the individual but to the systems level—Think About It...A Canada Where Everyone Participates...Help Make it Happen.



CONSIDERING INVESTMENT IN CITIZEN AND COMMUNITY PARTICIPATION

The argument is both simple and persuasive: when people are active—physically active, as volunteers, as people of faith, in the arts—they are healthier in body, mind and spirit. And healthy people are integral to a healthy and viable society





WHY FIX WHAT ISN'T BROKEN?

Given that history and culture have proven over and over that the natural inclination of people is to connect to each other, to seek collective responses to shared problems and to live their lives inter-dependently rather than independently, the question may be asked what need is there to intervene at all?

As in all things that occur in nature there are forces that can inhibit, conditions that can protect, and efforts that can foster. A desire to protect, enable, and even grow a naturally occurring phenomenon like citizen and community participation, will usually stem from a belief that doing so will be worth the cost and effort and that not acting will cause harm.

Although a goal of encouraging the personal well-being and development of each and every individual in society may be laudable it would clearly be both expensive and difficult to pursue. Governments, non-government organizations, the corporate sector, and communities need to pursue objectives that seek to achieve broad, societal benefit. Notwithstanding the evident individual benefit accrued when people are engaged, the imperative to invest in citizen and community participation lies at the societal end of the spectrum where collective impact and benefit are potentially highest.

The argument is both simple and persuasive: when people are active—physically active, as volunteers, as people of faith, in the arts—they are healthier in body, mind and spirit. And healthy people are integral to a healthy and viable society:

- They are more likely to be employed, work better, and produce more goods, services and taxes.
- They utilize fewer costly health and social service resources.

- They support each other, often relieving the state of providing services (health care to the elderly, support for children's education).
- They feel connected to each other and to their community—they watch each other's houses, intervene on the street if someone is in trouble, call the old man at the next farm when the power goes out. In so doing they make their environments safer, less dependent on law enforcement.
- Their connecting and belonging and contributing builds trust—among people and in process and institutions. Trust is perhaps the single most important pre-condition for societal well-being.
- They develop the capacity for small “g” governance when they run the soccer association, organize the block party or sit on the mosque managing board. They learn and are ready to share the basic tools of democracy, tools that can be picked up and used in countless instances.

When communities make available opportunities to participate, when organizations welcome and enable the engagement of governors, advisors, service providers, and when resources, infrastructure and people are available to create social networks, society flourishes. The hungry are fed, the newcomer is welcomed and integrated, children are nurtured, the environment is protected, social problems are tackled, quality of life is heightened. In short, everything just works better. It is not a matter of a cheaper solution (though it is), and it is not only a matter of basic survival (though it is), it is in fact the fundamental building block for all elements of the commons. We don't only receive the world we live in, we are co-creators of it.

A MATTER OF TRUST

It has been argued that both the market economy and the social economy are essentially defined by the dynamic of interaction; interactions that result in the exchange of production and goods for services and sometimes for profit—interactions that occur between and among individuals and organizations. In the market economy the “capital” that is both generated by and



depended upon is money. In the social economy the capital is trust. It too feeds off itself. When people trust each other, and the processes, services and institutions around them, they support and participate in those same things thereby producing even higher levels of trust.

Trust is the predominant requirement for relationships that work, that produce desired outcome. When trust is eroded, relationships fail—be they individual, individual to organization, or inter-organizational. Once eroded, trust is far harder to recapture than it was to develop in the first place.

Attitudes to many of the institutions in society that traditionally inspired trust have changed over the past years. There are many explanations for why. The advent of information technology, the effects of new forms of communication, the impact of changes in concepts of accountability and management approaches have been significant drivers for change. The media has had a significant role. Demographics have played a part too as the baby boom generation have re-shaped virtually everything they touch including the economy, culture, philanthropy, education, and health. Multi-culturalism and diversity, the decline of participation in formal religion, the evolution of thinking about human rights—all have had their impact on individual and collective psychology.

Uncertainty in the environment in which people live also conspires to endanger trust. People are concerned about their personal health, safety and financial well-being. They worry about the future of their children. They observe a number of pressing societal problems that seem to signal danger ahead.

- The advent of terrorism and signs of increasing violence, gun crime, alienation and social unrest in Canada.
- An aging population that threatens to overwhelm an already encumbered and costly health care system. The apparent inability of anyone to know how to simultaneously protect universal health care, respond to new and frightening public health scares and offer suggestions on how we're going to

be able to afford all that we have come to expect in health services .

- An increasing divide between those who “have” and those who “have-not” sometimes predicated on geography, sometimes on personal characteristics of race, gender or socio-economic factors.
- The subtle but undeniable re-shaping of our country's identity with 70% of the population living in urban areas. The specter of anti-Semitism, racism and elitism emerging to challenge traditional Canadian values of equity and tolerance.
- The threatened viability of an ecology, taken for granted for so long. Our water, air quality, forests and weather systems seen to be under siege from a worldwide phenomenon of environmental foolhardiness.
- The future prosperity of young people compromised by costs of higher education, limitations in technical, research and pedagogical capacities of the education system.

The mediating forces that shore up our ability to withstand these challenges are few but powerful: good government, a viable economy, well managed health and public safety systems, forward looking education, a compassionate and innovative web of social welfare programs. One of the most effective guards against the erosion of quality of life lies in the country's citizens and their willingness and ability to be part of finding and implementing solutions.

When citizens participate in shaping and delivering health care, social services, environmental protection, education, crime prevention and law enforcement, the

ability of these systems to operate is exponentially increased. When systems operate effectively and people feel that their input is respected, that they have a stake in how decisions are made and implemented, trust levels rise. And when levels of trust between and among people are high we build a reserve of social capital that acts as a buffer against current and future challenges.

BUT WHOSE JOB IS THIS ANYWAY?

Seemingly, the things that make intuitive sense are not always the things that capture the most attention or are taken seriously.

Consider the apparently obvious reality that women are equal to men and should be treated as such under the law, in employment, in relationships of all kinds. Or, the indisputable fact, that polluting the air and the water jeopardizes our very survival.

Why is it, when crime prevention strategies (investing in education, family support, early childhood intervention, young offender programs, alternative justice approaches) are known to work effectively, do we continue to put money and effort into responding to crime, in law enforcement and prisons?

How is that social policy almost always takes a back seat in importance, in public policy debate, in the media, and in academia to economic issues despite the fact that we know, unequivocally, that economic growth and sustainability literally depend on the availability of a healthy and engaged workforce, safe and attractive communities where people want to live and work and an effective education system?

All of these intuitively self-evident examples have a common denominator. While simple in the abstract, the response to each one requires multi-faceted and long-term strategies by a number of players. It can be difficult to ascertain exactly what should be done, and by whom, to determine who is responsible to change/manage which part of the issue. Who is ultimately accountable? What specific kinds of investments should be made, and who should pay for them?

So it is with citizen and community participation. Beyond an initial and relatively easy to achieve consensus that this is all a good thing, many questions begin to arise:

- Whose job is it, or should it be, to ensure that Canadians have the opportunity to be active in their community?
- Should the education system engage children in service to community or is it their parents' responsibility?
- Is it government's role to promote citizen participation or should government just pay for infrastructure and programming and let communities engage people directly, or should individuals themselves take charge?
- Is it a failure of the media when "feel good" stories about citizens only appear in lifestyle sections of the paper or are they just doing their job responding to the interests of the readership?
- Is it really up to the corporate sector to enable the private inclinations of their employees to be civically engaged?
- Whose fault is it that people vote less than they used to, that volunteering rates are down, that regular attendance in worship is dropping dramatically? Who should be fixing these things?

To use the vernacular, the lead for enabling citizen and community participation is falling between the cracks. The business community has business to attend to—primarily. Governments have services to provide to citizens—health care, education, social services, infrastructure programs, security. The voluntary sector is organized in mirror fashion to government, providing services, identifying needs, pursuing change mostly focused on parallel tracks to their government counterpart (health, environment, education etc.). Individuals cannot possibly take on the challenge or responsibility of getting other individuals to "do" something—even if they had the time, or inclination, where would the means come from? And so in classic fashion, the thing—the nurturing and supporting of the participation



of people in non-market, non-personal spheres—gets overpowered by the day to day reality of doing what needs to be done in the here and now.

A SHARED RESPONSIBILITY

The simple answer to the question of whose job it is to foster citizen and community participation is that it is everyone's job. All levels of government have a unique role to play in creating an enabling environment for citizen participation, in providing funding and support to community activity and to promoting and paying for research that leads to improvements. The voluntary and non-profit sector has a major role to play as the primary mobilizer of people as volunteers and as the sphere of society that represents the interests of countless constituencies and acts as a driver for social progress and justice. The corporate sector can contribute by introducing corporate policy that encourages community engagement and citizen participation and by making corporate decisions related to location, human resources and corporate social responsibility approaches through a citizen and community participation lens.

The central challenge for those who would seek to get all these stakeholders involved is not a new one. How do we get decision-makers, voters and investors to take notice of a “soft” issue when so many “hard” matters seem to be spinning out of control?

The response is straightforward. The fact is there is no way for any one agent—corporate or public—to fix our problems. They will only be solved through a complex dynamic of prioritizing, decision making, revenue identification, cost sharing and taking on responsibility to act. A dynamic that must involve the individual citizen as much as the machinery of the government, non-government and corporate sectors.

There is no issue, no part of society that does not require the involvement of individuals to ponder the way forward, to make decisions, to contribute time and effort to

COMPLEMENTARY CONTRIBUTIONS

The so-called crisis in health care that commands so much energy and attention has revealed a fundamental truth facing all Canadians and in particular those people charged with designing policy. There is not, and can never be, enough public money to provide cradle to grave, high intensity, high quality care and support commensurate with all the needs of all the people. Throwing more money at health care is, in the words of Ralph Klein, “like flushing it down the toilet.”

The fact is home care will not work without informal caregivers; hospitals and health boards need to be governed by objective citizens who are prepared to find creative ways to allocate resources and design programming. The health status of most Canadians will not be determined by health care services but by their decisions related to exercise, nutrition, smoking, drinking.

In the end, and contrary to popular opinion, our health, and health care are not a problem for the state to manage but a challenge that can best be addressed by acknowledging and investing in it as a shared enterprise between state and citizen.

some part of the whole. In the end it is not a matter of seeing citizen and community participation as something apart and different from health care, education,

public safety, the environment or any one of the elements that define society. The fact is that citizen and community participation is as integral to managing all parts of society as government, industry, money and infrastructure.

PEOPLE THINK Laterally— SYSTEMS OPERATE VERTICALLY

The complexity and cross-cutting nature of citizen participation throws up a very practical barrier to moving forward with investment. The two most obvious contenders for taking the lead—government and the voluntary sector—are organized in silos. Policy setting and programming are centered on discrete areas of focus and expertise and bureaucratic machinery is built commensurately as both systems and accountability are easier to manage when compartmentalized.

In that silos work in isolation of each other, the differences in their resource bases, cultures and management result in these organizations being at very different places at different times. For example, while the environment protection community is enmeshed in a culture that is committed to consultation and shared decision-making, these are virtually foreign concepts in the law enforcement community. While the health care system has a long history of supporting research and utilizing it to help make decisions, support for research in the social development sphere is constrained, putting those who would advance a social policy agenda into a very different advocacy role than their health counterparts who are better positioned to argue with facts and figures.

The nature of the political process further exacerbates the problem. Political parties identify issues of importance to voters and are elected based on their perceived capacity to address those issues and to manage the services citizens expect. Cabinets are formed around “files” and politicians both bear responsibility and achieve status through their leadership on them. The departments or ministries they head contain both political and bureaucratic elements all focused on making good on promises and delivering effectively. While politicians and bureaucrats both may support, even be dedicated to, furthering cross-cutting goals there is little incentive in the system to take the lead on something that, firstly, will not net any directly attributable acknowledgement and, secondly, has to be



IDENTIFYING THE DISCONNECT

When systems and programs operate in silos often decisions are made that make sense for them but have larger, unintended consequences. A good example: An inner city school board has an established program that leaves gymnasiums open on Friday nights and Saturdays allowing local teens to play basketball. The school board faces financial constraints and decides to cancel the program thus saving money and addressing a risk issue at the same time. A sound fiscal and management decision by the board. But suddenly, in the community, there are more than 1,000 kids without anywhere to go on a Friday night.

Over the months after the program closes youth crime in the area goes up, more teen pregnancies occur, and there is a higher incidence of fighting and gang activity. None of these issues fall directly under the control of the board of education and of course the youth social services and crime prevention community were not party to the original decision to close the basketball program. Without an integrated approach and horizontal decision-making machinery in place, decisions can too often be disconnected from outcomes.

managed in concert with other players who may muddy the waters of decision making, ownership, control and accountability. It is less complicated, and it has more political pay-off, to focus on one issue on its own.

Acting and thinking horizontally does not come easily to people working in large systems. The complexity of the work to be done often requires expert and specialist knowledge. Systems are then built around this specialization and fragmentation from the broader picture can occur. The inclination is to build a bigger and better silo, to capitalize on things that work and create more of them, and to be given credit for a job well done.

In some ways, the people at the heart of system design and delivery cannot be blamed for organizing programming in the most efficient manner possible. There is no question that horizontal, lateral decision-making is time consuming, sometimes costly and that shared leadership can hamper the ability to act quickly and decisively. The emergence of what has been called the “cult of accountability” over the past 20 years provides a strong disincentive for being innovative, and for taking risks. Especially in the public domain the cost of not crossing all t’s and dotting all i’s has proven to be high. The more tightly centralized the control centre is, the more likely it is able to avoid error or confusion.

Most government and voluntary sector leaders are actively seeking ways to introduce more horizontality into their systems. “We know we need to work across files, across jurisdictions, we’ve known it for a long time, we just don’t seem to be able to do it.”

The secret to making horizontal approaches work may lie in scale. Integrated decision-making happens naturally in smaller communities. Go to any small town in Canada and you’ll find that the reeve is also the baseball coach, that the minister’s wife sits on the board of the long term care facility and that the bank manager heads up the volunteer firefighters. In a small town or close knit neighbourhood, the decision to close the community centre on Saturdays will not be made in isolation of the concerns about street safety or the lack of available respite for parents and children of people with disabilities. Policy makers are beginning to explore the potential of bringing

programs and decision-making down to neighbourhood or community (even community-of-interest) levels in order to capitalize on these higher efficiencies.

Similarly, some cultures have a greater disposition for working laterally. There is much to learn from aboriginal culture where the role of the elder in overseeing, and in effect, integrating the decision and actions of the community, provides a ballast that ensures decisions are not made in isolation.

It may be unavoidable to concede that people in leadership positions in the various parts of the “the system” are perhaps not the ones who can, or will, take leadership in an integrated approach. Inspired leadership outside the silos will be required, although the importance of convincing those in positions of power cannot be underestimated.

A good example of success in taking an integrated approach is in the area of children’s policy. The shared concern for children’s well-being has acted as a powerful force in bringing jurisdictions, leaders and community organizations together. It becomes almost impossible to impose false lines of demarcation between health, education, and safety in the face of the unarguable knowledge that children move and live seamlessly through their existence. It is a salutary lesson; when the individual is made the central focus the various parts of the system have no choice but to work together. The desire to achieve the goal of healthy, active, secure and happy children has successfully challenged the habitual inclination to work separately.



Similarly, in the aftermath of September 11, 2001, law enforcement and security forces across Canada—and around the world—faced a sudden and startling need to work more collaboratively with each other and with a myriad of community agencies and other government departments (immigration, education, social service).

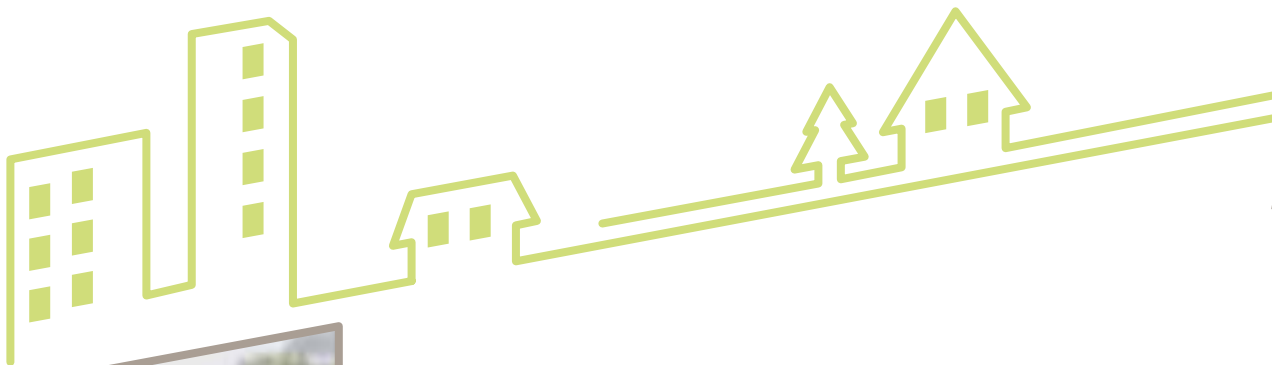
The emergence of crisis, or achievement of a passionately shared vision, can create an overriding imperative that pushes organizations and leaders to set aside individual interests for the greater good.

Integrated approaches are clearly not without their challenges. There will be nay-sayers and accountability concerns are real and must be dealt with. Integration depends tremendously on relationship—between and among stakeholders of sometimes disparate perspectives. The relationship building and management in and of itself takes a lot of time and energy and can be seen to be getting in the way of achieving the ends.

On the other hand, moving forward on an agenda such as fostering citizen and community participation will be impossible until and unless a range of government, voluntary sector, community, business and individuals can come together to ponder their way forward and commit to act both together and separately to achieve the larger goal. Leadership will be required and back treading must be expected and managed. However, the incredible thing about the citizen and community participation agenda is that the goals are benign and intuitive enough that it may provide a superb real life example that can create the success and experience of integration that is needed to address the spectrum of challenges facing us now.

SHARED RESPONSIBILITY, NOT ACCOUNTABILITY

One note of caution with regard to integrated approaches: while shared responsibility is certainly a viable goal, shared accountability is not very realistic. When agencies work together—either to make decisions together but continue to deliver separately, or to come together and deliver something in a joint fashion—the arrangement does not, and cannot, allow any one player to divest themselves of individual accountability for their part of the action. Even in the earlier small town example, if the community comes together and jointly decides that keeping the community centre open on a Saturday has important crime prevention, education and social impacts, it still rests with the board of directors and staff of the community centre itself to ensure that programs are run properly and to accept accountability for them.





MOVING FORWARD

The emergence of crisis, or achievement of a passionately shared vision, can create an overriding imperative that pushes organizations and leaders to set aside individual interests for the greater good.



SETTING THE STAGE FOR SUCCESS

Investing in citizen and community participation requires more than merely ploughing money into programs, research and communications. Energy needs to be given to creating a framework within which policy makers, organizational and community leaders, can both individually and collectively advance the shared goal of protecting and improving quality of life in Canada.

Three conditions are required to succeed in achieving this goal: shared vision, multiple delivery strategies and independent leadership.

A *shared vision* for citizen and community participation ensures that all subsequent action occurs commensurate with it. It provides a starting point for discussion, planning and implementation of specific policy and program decisions.

A shared vision enables a broad-based communication strategy between and among stakeholders who currently work in silos and often do not share the language or context that allows for cross-fertilization. A shared vision provides the basis for inspirational dialogue and leadership. Leadership that responds to Canadians who are yearning for a sense of poetic purpose and meaning—meaning that exists beyond the confining and constraining influences of the economy, politics and world events.

Vision is, by definition, inspirational, a matter of heart and mind colliding. It requires both a ‘top down’ element—i.e., somebody or some group must articulate and put out the vision for change as well as the energy for moving forward—as well as a bottom up approach. In the case of the latter, a systematic and conscious strategy must be implemented to generate understanding, interest and support for the vision being promoted.

A conscious strategy to encourage citizen and community participation must be *multi-layered*.

New resources should be targeted to fostering leadership, carrying out research, testing and delivering local level programs that engage citizens in their communities.

Some initiatives will be “brand new” but most will utilize both the existing architecture in communities (municipal government, voluntary sector, health, education, security infrastructure) and the already defined over-arching goals of the sport, arts, not-for-profit, health, environment, faith and education spheres.

Existing and new monies should be used to encourage—through the provision of funding, capacity building tools and people support—citizen participation activities at a local level, within the context of the shared vision.

At provincial and national levels, resources can be targeted to influence the policy environment that affects citizen and community participation. Specifically, work needs to be done to collect and share learnings from research and pilot programs, create open dialogue processes and measure and report on the successes and impacts of community-based initiatives.

A new approach to *leadership* would contribute to the ability of institutions and communities to achieve the shared vision for citizen and community participation and its potential as a key element of assuring quality of life.

Many organizations and individuals are active in numerous areas related to participation, focused on involving citizens in governance and in conceiving and managing activities that build society. An integrated concept of citizen and community participation calls for sometimes disparate sectors to work together, convened through the shared vision and committed to pursuing both mutually, and exclusively, beneficial spheres of activity.

Specifically, the objective should be to create common space for ideas, action and people to come together in the context of shared purpose. Rather than try to construct leadership efforts, or a leadership organization, the goal is that leadership will emerge *as a result* of the cumulative

and interconnected work done by the various players. When the intent is to have leadership as the outcome rather than the input, an old adage resonates: the summing of the parts creates a whole greater than itself.

A CONCEPTUAL MODEL FOR INVESTMENT IN CITIZEN AND COMMUNITY PARTICIPATION

As discussed earlier, the integrated concept of citizen and community participation reflects the decision of individuals to act collectively and this in turn forms a cornerstone of the architecture that defines our shared space. This ‘causal effect’ assumes an interconnection that flows from individual to the collective to society as a whole. Investment intended to support, extend, and enable citizen and community participation can be targeted to either the individual or collective level. In addition, in order to capitalize on the potential of citizen and community participation to contribute to larger societal concerns, a conscious investment strategy for convening leadership around a shared vision and a commitment to working in an integrated fashion is also necessary.

The following model, or matrix, allows us to consider a continuum of investment aligned to the bigger picture.

INDIVIDUAL

Action and investment at the individual level focus on the motivations and personal decision-making—based on knowledge, values, culture and experience—that lead people to participate in a collective endeavour.

Investment in this area will seek to develop a better understanding of the dynamics of motivation, the patterns of involvement, and the ways to promote participation to and by individuals. Based on this knowledge efforts can be made to encourage and empower individuals to become active and to reduce the barriers that, at an individual level, prevent such engagement.

Specific Investment Possibilities:

- Enable Statistics Canada to extend the General Social Survey to collect information on all seven areas of citizen and community participation. Consolidate analysis within a framework of the broad definition of citizen and community participation.

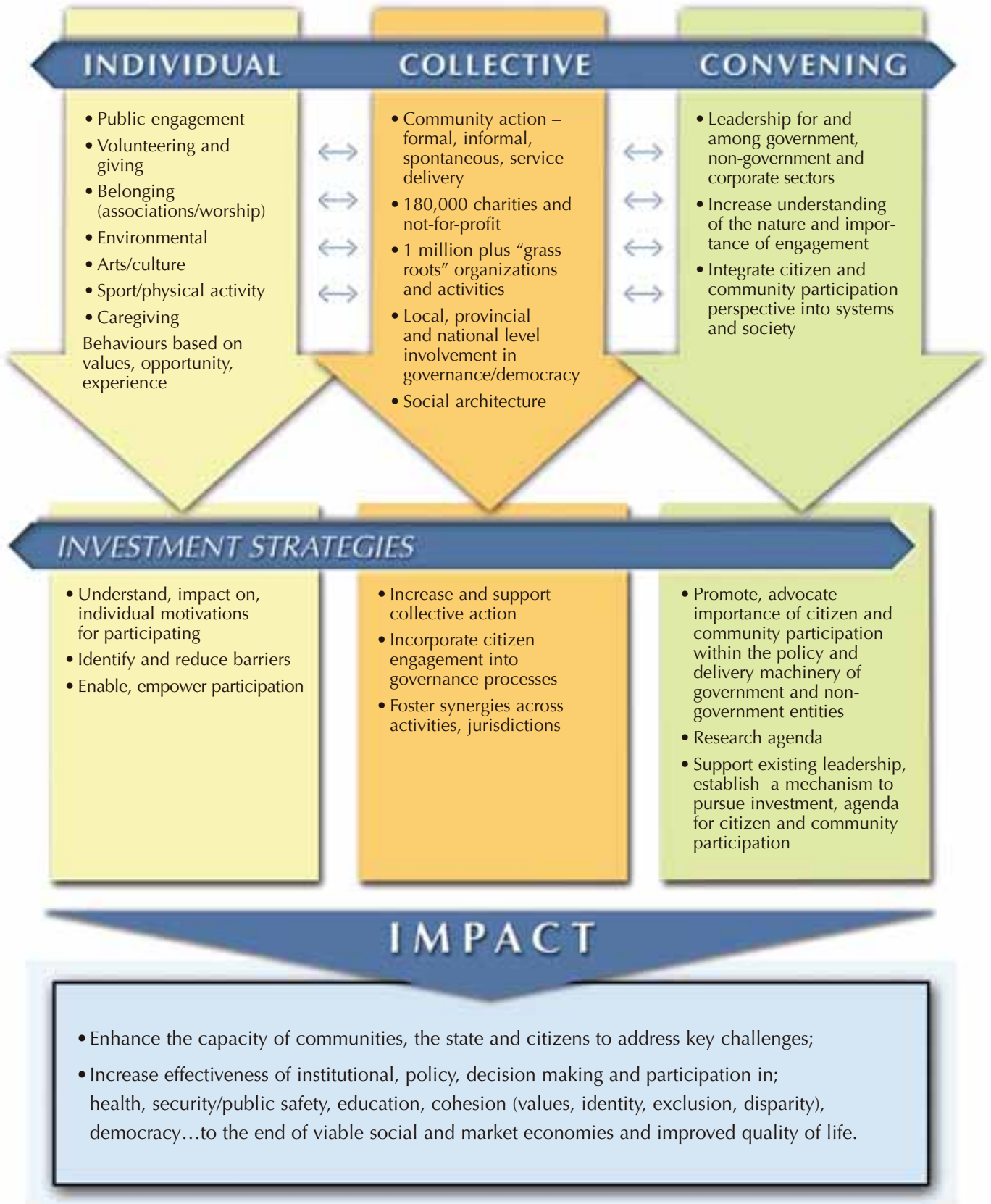
- Fund research that assesses predictors and barriers to individual participation. Identify strategies to reduce barriers and the organizations that can implement them.
- Create a research and promotion clearinghouse (on-line and physical) to make information about citizen and community participation available. Involve multiple stakeholders who are currently working on the issue in their various spheres (health, voluntary sector, public policy etc.).
- Enable the education community (provincial ministries of education, school boards, parent councils, non-government educational organizations) to adopt citizen and community participation as a core element of primary and secondary school education.
- Engage government, voluntary sector and corporate partners to conceive, support, and deliver a multi-faceted social marketing campaign, targeted directly to Canadians, encouraging broad based participation.
- Encourage public policy, corporate policy and regulatory changes that could enable individual participation.

COLLECTIVE

Investment at the collective level moves away from the motivational and psychological to target resources to support community activities. Once individuals decide to get involved they often turn to a massive, sometimes formal, sometimes deeply informal community-based infrastructure of programs, organizations, and projects. This social infrastructure and service delivery system depends on the involvement of people at all levels—from those who identify the need for and purpose of the activity, to those engaged in the management and oversight, and, of course, the doers—just doing whatever is to be done.

The formally defined voluntary sector in Canada is made up of more than 180,000 organizations. Recent estimates about the size and scope of what is being called grassroots or informal organizations refer to U.S. data that suggests that some kind of informal organization exists for every 30 people in the population. This puts the number of informal organizations in excess of one million in Canada. Add to these at least partially

INVESTING IN CITIZEN AND COMMUNITY PARTICIPATION



definable elements of social infrastructure, all the ‘one off’ activities that arise spontaneously—the street party on Canada Day or the emergency sandbagging during a flood—and we see a massive web of organized and unorganized activity in every part of the country.

Resources, both financial and technical, can make a tremendous difference to the existence and success of community level social infrastructure. Money, of course, is key. The more formal the organization—a registered charity for example, or a municipal recreation program—the more financial resources become central to the ability of the program to work.

The more necessary, the more difficult and the more utilized the “service” is, the more likely it is that people will create a formal infrastructure around it, seeking to support it financially in order to be able to pay people to do some, even all, of the work. Consider the case of hospitals. While what is now hospital care may have started out as a rather informal web of midwives, family doctors going from house to house, and church based hospice caregiving, early on in our history people determined that a formal organization was needed to deliver health care.

Virtually all community-based organizations started out as an idea, held by a group of people, that “something” needed to be done. Sometimes they act once, cleaning up the oil spill or putting on an event. Sometimes they organize an ongoing but informal activity like a toddler playground gathering or telephone check in with seniors. And in some cases their actions lead them to create an organization that may evolve into a charity, non-profit or even for-profit entity dedicated to an ongoing and explicit purpose.

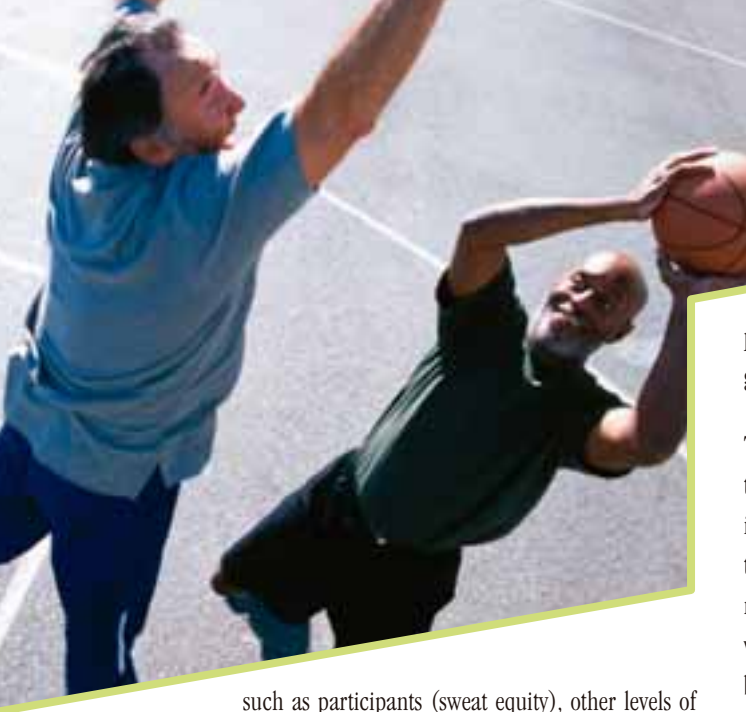
Contrary to the view that the voluntary sector in Canada is the driving force behind mobilizing Canadians it is perhaps more correct to state that the sector exists *as a result of* citizen action. Nonetheless charities and non-profits have a significant role to play in their ongoing role as recruiters and organizers of millions of Canadian volunteers and any investment in collective citizen participation will of a necessity both affect, and depend upon, the voluntary sector. On the other hand as we have noted not all citizen participation happens within the

context of voluntary organizations. Some occurs inside for-profit or government organizations, much of it is spontaneous, unorganized, even personal. And while it may be harder to quantify or intervene into this complex web of activity and output it is just as important to quality of life as the more formally constructed programs of government and the voluntary sector.

In order to support and build the capacity of collective activity both within an organizational context and at the informal citizen level, funding and other resources (technical and human) should be provided within local communities. In addition to providing for the establishment, improvement or growth of community-based citizen and community activities a parallel research strategy will allow for the cross-fertilization of successes and establish a baseline of knowledge increasing our ability to utilize citizen and community participation to achieve larger societal goals. Such research will also provide a key resource for work done at the convening level (see below).

Specific Investment Possibilities

- Establish a source of resources (the citizen and community participation fund) accessible by individual and groups in keeping with terms and conditions established by a national citizen and community participation strategy. Consider identifying community partners to manage and allocate the fund for example municipalities or NGOs such as Community Foundations, United Ways, co-operatives.
- Create and support community based decision-making mechanisms to consider and recommend funding for innovative, citizen-centred participation projects, programs, services and approaches in keeping with the national strategy as well as clearly articulated local objectives. For example, increase participation of youth in the arts, increase participation of children with disabilities in sport programs, create local consultation and decision-making forums for community engagement.
- Ensure that flexibility and support, within the context of the national strategy, are intrinsic to the delivery of the community based funding program. Build in mechanisms to encourage other investors



such as participants (sweat equity), other levels of government, corporate and private funders, and through income generation.

- Make available tools and expert advice that can introduce, support and facilitate citizen and community participation activities at a local level. Work with organizations (voluntary, government) whose mandate includes enabling participation and increase their capacity to do so.
- Fund the role of ‘social investment officers’ situated in communities and available to work with community leaders and sector representatives to manage the community fund, provide tools, consultation, support and guidance, work with community leaders to lever further investment and conceive programs that have self-sufficiency potential, contribute to a broader understanding of the issues and achieve the objectives of the national strategy.
- Build in an active research component, centrally coordinated, to ensure cross-community and project comparison and composite learning. Develop and test a model of outcome measurement and impact assessment utilizing participating communities.

CONVENING

The investment strategy at the convening level focuses on the breadth, diversity and implementation of the idea of citizen and community participation and the establishment of mechanisms to foster leadership. In effect, it would seek to support the advancement of the integrated concept, or “whole strategy” of citizen and community

participation that is made up of a wide variety of programmatic, organizational and leadership components.

There is an important opportunity that can be realized through the undertaking of strategic investments and interventions directed at the level of the overall concept and the development of the shared vision for citizen and community participation. By establishing a convening level within an investment strategy, leadership can be fostered based on a broader perspective that respects and enables the various individuals and organizations that wish to contribute to the goal of increased citizen and community participation. A convening level also pays attention to the nurturing of a collective vision and national objectives around which many others can contribute. It is only by fostering this collective vision and working towards national objectives that the possibility occurs to consolidate a commitment to and understanding of community participation, one that goes beyond what any single part of the spectrum is currently achieving.

The challenges of wooing people into thinking of themselves and their work as an element of the greater whole have been discussed earlier in this paper. To overcome these challenges, due consideration needs to be given to facilitating connections between and among the variety of individuals and interventions in the different areas of work on citizen and community participation already underway. It is essential to involve the organizations and individuals who have shown early leadership in this area, in order to facilitate the emergence of a shared commitment and a sense of ownership around the broader goals of community participation, while respecting and enabling discrete initiatives.

A convening level of investment could involve, among other things, a convening mechanism if deemed useful to achieving the vision and goal of citizen and community participation. A convening mechanism (this isn’t necessarily an organization—it could be a shared project or a virtual entity) is likely required to both promote the concept of citizen and community participation and



to encourage integrated approaches to achieving it. This mechanism could be thought of as a community of practice for leaders and a place for leaders to exercise integrated leadership over time. There have been a number of successful examples of integrated approaches to address the challenge of the need for a collective voice and coordinated leadership in a sector that can be considered as models: the Voluntary Sector Roundtable and le Chantier de l'économie sociale in Quebec are two such examples. There are differences, however, between the leadership needs of the voluntary sector and those of organizations and individuals involved in community participation that are important to consider.

Most integrated leadership models seek to bring together sector leadership to develop consensus and energy around strategic approaches but often fail to create on-going synergies and interactions between participants. Likewise, most cross-sectoral or inter-jurisdictional efforts focus on a specific desired outcome (for example, alleviating homelessness, adopting environmental standards) at the expense of a broader, more holistic vision. In the case of the convening leadership mechanism around citizen and community participation, the goal would be to encourage the development of integrated processes and approaches while recognizing that specific outputs will be hugely varied.

Specific Investment Possibilities

- Facilitate debate, exploration, leadership and advocacy of the concept of citizen and community participation.
- Convene stakeholders, virtually and otherwise, to share in planning, goal setting and, where appropriate, program delivery.
- Establish a research fund with some central coordination (very light, intended to encourage cumulative learning and exchange). Create a national level knowledge transfer/dissemination strategy.

- Work within and with government, voluntary and corporate sectors to introduce a citizen and community participation lens to policy development.
- Explore, conceptually and at the leadership level, the potential inherent in utilizing citizen and community participation as a way to achieve the overall goals in the key areas of health, public safety and security, social development, democracy and education.
- Provide expertise and support to decision makers in order to facilitate the integration of a citizen and community participation perspective into their work. This will require the support of high-level influencers such as PMO, PCO, Cabinet, provincial governments, policy think tanks, national voluntary organizations and the media. Such buy-in would require energy and leadership to achieve.

IMPACT

While the beneficial affects of investing in citizen and community participation are significant in and of themselves, the real importance of doing so is to achieve progress on the larger concerns of our society. The underpinnings of quality of life in Canada and for individuals are clear:

- People need to be healthy and to have access to effective and available health care when they need it.
- They need to feel safe and secure in their communities and to know that crime prevention and law enforcement systems are in place.
- Disparities among people based on ethnic origin, language, economic status, education, gender or disability create instability and do not reflect the values of our society that are deeply entrenched in equality and mutual respect.



- The environment needs to be protected and in particular Canadians are concerned about the protection of our water, air and natural resources.
- Democratic decision making and the entrenchment of individual rights and freedoms are the cornerstone of public life in Canada and must be protected from diminution as a result of loss of trust, failure to operate effectively or even being taken for granted.

In each of these areas there is much well entrenched machinery, expenditure, activity, policy and programming. For example, the health care system—in fact the very concept of health—represents a multi-billion dollar enterprise. It incorporates all levels of government, the voluntary sector, and a significant role for the corporate sector and is of burning interest to the media, academia and individuals. The same can be said of the other major pieces of the societal pie: public safety and security, social development, democracy, education, the environment.

A citizen and community participation perspective should not be imposed upon or overlaid onto these spheres of activity. Rather, the goal is to integrate the notion of citizen and community participation into existing policy and programming machinery.

For example, Roy Romanow has laid out a comprehensive overview and guide to re-thinking the Canadian health care system. He is emphatic about the shift that must occur toward more community-based health care. He points out that an effective system of home care, for example, cannot be undertaken without recognition of the role and needs of informal caregivers. In this instance an investment strategy rooted in the citizen and community participation strategy would not look for new money, organizations or infrastructure but would rather seek to work with health/home care policy makers and program deliverers to recognize and support the role of citizens in these programs—within existing resources.

Similar dynamics exist in the other areas; increasing the engagement of young men in sport has a crime prevention impact, involving new Canadians as volunteers increases cohesion and quickens adaptation, enhancing the ability of churches, synagogues and mosques to work in the community extends our collective ability to provide support to the disenfranchised, engaging citizens in environmental protection increases the success of major initiatives like the Sydney Tar Ponds, etc.

Investment at the individual, collective and convening levels of engagement is ultimately for the purpose of enabling our shared ability to create the social and public landscape that we need and want for Canada.

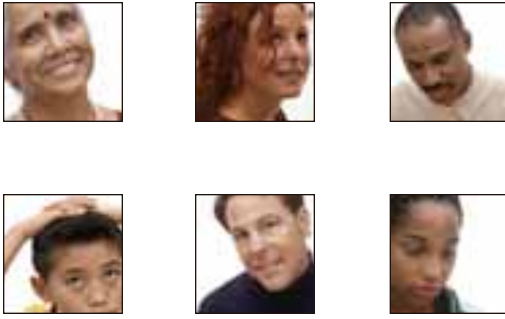




TAKING SOME FIRST STEPS:

TEN ONE MILLION
DOLLAR THINGS TO
DO RIGHT AWAY

In order to capitalize on the potential of citizen and community participation to contribute to larger societal concerns, a conscious investment strategy for convening leadership around a shared vision and a commitment to working in an integrated fashion is also necessary.



The investment strategy outlined above would encompass a multi-year, multi-jurisdictional and multi-faceted approach to supporting an agenda for citizen and community participation in Canada. The following list describes ten programs that could be initiated immediately and produce early results as longer term elements are defined and funding identified.

- 1. Identify and get consensus on a number of high level and measurable ‘desired outcomes’ related to citizen and community participation, for example, increase physical activity levels by 10% or increase numbers of young people voting.**

EXPECTED RESULTS:

- Contributes to the development of shared vision.
- Ties the investment in a ‘phenomenon’ to concrete and favorable outcomes for society as a whole.

- 2. Identify up to six leading organizations currently working on public engagement, public dialogue, democratic deficit (for example the Caledon Institute, Canadian Policy Research Networks, the Tamarack Institute). Provide them with \$1 million to work together on a pan-Canadian and collaborative citizen engagement process.**

EXPECTED RESULTS:

- Create synergy among leadership organizations
- Increase expertise on the process of engaging Canadians with the understanding that different substantive challenges and outputs will continue to emerge over time.

- 3. Fund the first phase of the “True Sport” program—a nascent movement cutting across sport seeking to foster values and activities that reflect a commitment to community-based, inclusive and innovative approaches to sport in Canada. Include an active research component.**

EXPECTED RESULTS:

- Increase levels and quality of community based participation in sport, especially for and among children.
- Unleash the potential in the sport and physical activity sector to play a major role in social development, integration of diverse populations, health promotion, environmental protection, public safety.
- Through the research element learn more about the impact of sport participation on indicators of well-being; health status and health service utilization, crime rates, education standards etc.

- 4. Fund the first phase of a ‘community and citizens’ based arts promotion and participation program utilizing learning from the highly successful Arts Smarts program. Include an active research component.**

EXPECTED RESULTS:

- Connect the importance of participation in arts to the shaping of Canadian pride, identity, and enrichment of life experience of children and others.
- Recognition of the breadth of community based arts and culture and the role of ‘ordinary’ citizens as contributors, beneficiaries and participants in creating the “culture of Canada.”
- Through the research component identify factors and measures for success and the relationship between participation in arts and school performance, community identification, youth and newcomer engagement, etc.

5. **Carry out three streams of local level consultation to generate discussion, identify barriers and conceive ideas for programming on the issue of citizen and community participation among youth, among ethnically diverse communities and among aboriginal people.**

EXPECTED RESULTS:

- Create an opportunity for three distinct societal groups to explore issues unique to their own experience of community and participation.
- Identification of specific opportunities and barriers to participation faced by these constituencies.

6. **Scan and carry out an assessment of all primary and secondary level programming in the education system intended to educate and provide experience on citizen and community participation. Follow up with boards of education, parent councils and Ministries of Education.**

EXPECTED RESULTS:

- Identification of ‘best practice’ models in education and youth experience programs that could be translated and adopted across jurisdictions.
- Encourage participation by education leaders in pursuing an agenda for citizen and community participation among children and youth.

7. **Conceive and deliver a project designed to first examine and then encourage the role of citizens in the environment. Adopt the approach on upcoming work to engage in community level clean-up projects. Build in a particular focus on youth engagement.**

EXPECTED RESULTS:

- Build awareness of the importance of citizen engagement to achieving environmental targets.

- Capitalize on an evident and emerging interest among Canadian youth on issues in the environment.
- Connect environmental stewardship/participation to broader community level engagement processes.

8. **Extend the current federal government caregiver benefits program (delivered through the UI system) to include a caregiver support initiative.**

EXPECTED RESULTS:

- Acknowledges informal care giving as a contribution and not only a ‘burden’ by putting care giving activities—and the decision of people to contribute in this way—into a broader context.
- Alleviates difficulties associated with care giving such as capacity issues, need for flexible and responsive respite for caregivers.
- Increase the pool of potential caregivers.

9. **Design and test a model for a large scale social marketing campaign.**

EXPECTED RESULTS:

- Allows for the development and incremental introduction of a shared vision for citizen and community participation in Canada.
- Identifies and establishes a working relationship with potential stakeholders and partners from across government, the corporate sector, the voluntary sector, media.

10. **Establish and support a mechanism for leadership on citizen and community participation.**

EXPECTED RESULTS:

- Encourage and track early activities including acceptance of the need for a citizen and community participation strategy.
- Test a new model for involving multiple stakeholders and constituencies tied to a large scale initiative with diverse delivery elements.
- Encourage current and new forms of leadership.

A CASE IN POINT:

CONSIDERING SPORT AND PHYSICAL ACTIVITY
FROM A CITIZEN AND COMMUNITY
PARTICIPATION PERSPECTIVE



Involvement in sport and physical activity is arguably one of the most important core Canadian activities that helps to define our nation's collective identity.



Of the seven areas of activity that we have defined as comprising the overall phenomenon of citizen and community participation there is

perhaps no better example than sport and physical activity.

Sport touches virtually every community of Canada, and by design or by default, every citizen. It is not surprising then that, every hour on the hour, we get news, weather and sports. Sport and physical activity encompasses a spectrum from the pick-up ball game in the schoolyard to organized sport at municipal, provincial, national and international levels. Whether we watch it, play on a team, pursue daily physical activity, volunteer with a club, enroll our children, enter competitions or manage activities, our involvement in sport and physical activity is arguably one of the most important core Canadian activities that helps to define our nation's collective identity.

According to Canadian Heritage research, participation in sport and recreation is the single most common way new Canadians enter into the mainstream of community life in Canada. The Statistics Canada National Survey on Giving, Volunteering and Participation tells us it is the form of volunteering that 2.2 million Canadians engage in— almost 40% of all the volunteers in the country— making it one of Canada's largest citizen participation projects. Half a million children play some form of hockey, almost a million play soccer or baseball. Research by the Canadian Centre for Ethics in Sport confirms that, second only to the family, community sport is the most important influencing factor on values development for children.

In addition to shaping and cementing values, sport and physical activity are absolutely vital to ensuring the health of Canadians. With obesity and related diseases on a startling upward trajectory, encouraging physical activity among Canadians may be the most important health promotion strategy we can employ. Physical activity has such meritorious affects on personal well-being that the arguments become almost motherhood; physically active people are healthier, more productive in their personal and professional lives, have fewer mental health issues, report higher levels of satisfaction and happiness, age better.

Putting sport and physical activity behaviours into the broader context of citizen and community participation clarifies an untested and yet intuitive truth. That people who are physically active, engaged and benefiting from the related spin-offs (exposure and attachment to values related to sport, better health) will be active in other spheres of society as well. Physically active people will volunteer, join clubs, care for their neighbour, recycle, step up to the plate in times of community crisis, vote in elections. Participatory behaviour begets participatory behaviour. Skills and inclinations fostered in one area spill over to other areas.

Participation in sport organizations is a remarkable incubator for engagement, governance and democracy. Millions of Canadians are involved in consultation, decision-making and managing activities in the context of sport. They maintain the viability of a web of tens of thousands of organizations, mile upon mile of physical infrastructure from pools to rinks to pitches. They shepherd millions of their children and fellow citizens into schedules and programs of every size and shape one can imagine. Their collective efficiency is breathtaking and should be the envy of every large corporation and public service manager in the country.

The types of skills and collective actions generated by discussions about the kind of sport we want are not dissimilar to those that can be applied to determining the communities we want, the values we want (in sport, in our communities, in our public institutions), or the

society we want; hence the exact same sort of discussions, skills and collective action necessary to determine the kind of public policies we want from policy-makers at all levels.

Community based sport also plays a unique role in shaping Canadian citizenship and identity. There is perhaps no other sphere of community life (with the exception of activities pursued in the context of faith) where values are made so central, so explicit. Participants, spectators, teams, athletes, coaches and managers are consistently and coherently exposed to a clearly articulated set of expectations—about fair play, about inclusion, about anti-violence or abuse, about respect for others, about discipline and focus, about control and authority and about balance between competing interests.

Given such a positive citizen participation context for understanding the role and importance of sport and physical activity in Canadian life, the inevitable questions may arise: What more needs to be done here? That seems to be working just fine, why intervene?

The question may be less about fixing anything and more about what we can build. If sport and physical activity in Canada is in fact a perfect example of citizen and community participation at work, are there things we can learn, pay attention to and build upon in order to foster and increase civic engagement in general?

Simply because the energy and results of participation are there in sport does not mean they naturally occur in every community, or that they will always be there. Indeed, the virtual disappearance of physical education in schools, or the absence of a national program for the recruitment, training and succession of sport volunteers, suggests that we may not be paying enough attention or investing properly in the pre-conditions for citizen participation in this or other sectors.

Even as we observe how sport and physical activity are one of Canada's best citizen and community participation enterprises, there are a number of serious

challenges that compromise the potential of sport and physical activity in the context of citizen and community participation:

- Despite compelling research and experiential knowledge, more than 55% of Canadians remain “inactive.”
- Only one Canadian province currently has daily physical education in high schools; primary school sport programs have suffered many cuts over the past ten years.
- In keeping with the national average, volunteer rates in sport dropped by 5% from 1997 to 2000, with no current strategy in place to prevent further erosion.
- The “commercialization” of sport, especially at the national and international level diverts attention and resources from community level participation. The potential of sport to entertain on a large scale is powerful but can create a false dichotomy, and even tension, between the values of non-profit “amateur” sport and for-profit “professional-entertainment” sport.
- Competition for limited or scarce resources to support physical activity and community sport creates internal tensions on where to allocate resources. While this is precisely the kind of challenge that can allow neighbours and communities to solve problems together, it can also, if too severe, divert limited volunteer assets away from the “impact” of citizen and community participation (solving problems together, developing communities) to simply focusing on the



“doing” of sport/physical activity participation (solving the survival problems of groups that create sport based citizen and community participation).

- In sport, competition for resources often creates an artificial battle between the playground and the podium, that is, between community based sport and high performance sport, instead of harnessing all that the sector has to offer in terms of civic engagement, and the sector’s contributions to social objectives like health and education.
- While there is widespread agreement with the concept that sport and physical activity should be for all, a quiet belief exists that it should be enough to be passively welcoming, i.e., that if people with disabilities, new Canadians, girls etc. want to join a club they’re able to, but it is not the sector’s responsibility to actively go out and find them.
- Not everyone in the sport management field has embraced the concept of, and implications stemming from, seeing sport as *part of* a larger phenomenon of citizen and community participation. Some resistance can exist because of fears about endangering already scarce resources, with the possible result of a watering down of the uniqueness and importance of sport and physical activity itself.
- The absence of a single convening vision for sport and physical activity in Canada has meant that it has been more difficult for the sector to determine what direction it could or might take on the promotion of sport and physical activity, or to lobby for more resources, or to have a higher profile in a public policy context.

- The relationship between the sport and physical activity sector and government both enhances and confuses the way forward on investment and development. Jurisdiction issues seem to get in the way of concerted effort, even within a single level of government. For example, at the federal level, there is currently confusion as to who is responsible for sport and for physical activity. On the other hand, it was the Federal-Provincial-Territorial Ministers



Responsible for Sport, and not Health, Heritage or Human Resources Development, that recently undertook the national goal of increasing physical activity by 10% in each province by 2010.

Despite these challenges the sport leadership in Canada is ready to move toward integrating sport policy and programming within the larger context of social development. Recent developments, including the creation of an open and truly innovative approach to considering the future of sport and physical activity in Canada via the Sport Matters Group have introduced a new level of dialogue within the sport sector and between sport and other sectors such as health, environment, the public sector and corporate Canada.

Sport leaders are considering a number of strategies that would enhance the potential of sport and physical activity:

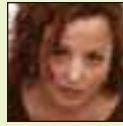
- Continue to foster cross-sectoral leadership among sport, physical activity, recreation and health promotion leaders. Work hard to achieve consensus on a vision for sport in Canada and clear articulation of shared values and culture.
 - Identify individual, systemic and infrastructure barriers to achieving higher levels of activity and sport participation in Canada. Define a concrete strategy to overcome these and find partners to implement.
 - As shared goals and vision are identified, reach beyond the sector to seek commonalities with other leadership spheres. The unarguable connection between physical activity and individual and collective well-being requires integrated approaches that involve employers, educators, public policy makers at all levels.
 - Find better ways to consider resource allocation, sport program management, athlete development and government policy across jurisdictions—especially municipal, provincial, federal divides.
- Invest in research that quantifies the connection between sport participation and larger societal impacts, physical activity and health, barriers to participation especially among people with disabilities, in aboriginal communities, for urban youth etc. Ensure that a comprehensive sport research agenda is appropriately connected to research in other areas.
 - Promote a “rights” approach to sport and physical activity in Canada. If access to programs and places for participation are accepted as a fundamental right of citizenship then policy discussions with government and among citizens will be different.
 - Foster the inspirational power of elite athletics, the role model potential of teams and individual athletes that succeed (not necessarily only by winning although winning and excellence are a measure of Canadian success). Create excitement for and about values based sport among Canadians. Explore the opportunities presented by the upcoming hosting of the 2010 Olympic and Paralympic Games.
 - Work within the sport and physical activity sector to inculcate innovation especially with regards to new forms of sport leadership, increased participation, efforts to increase diversity of participation, new approaches to volunteer recruitment and management.
 - Tap into the deep desire for play, and the fun inherent in sport and physical activity. Utilize this to achieve more “serious” social goals.

It is evident that citizen and community participation can be catalyzed, supported and enabled. It can also be endangered by lack of attention, lack of support or bad public policy. Where it exists, we should pay attention to the things that create a citizen and community participation culture. Where it does not exist, we can help foster opportunities for it, through such things as community sport and physical activity.

CONCLUSION



Connecting and belonging and contributing builds trust—among people and in process and institutions. Trust is perhaps the single most important pre-condition for societal well-being.



This paper has taken an applied approach to the exploration of the expansion, enhancement and deepening of citizen and community participation in Canada. It has described and discussed a broad definition of citizen and community participation. It has provided a rationale for investment and laid out a conceptual model, and concrete ideas, for how and where such investments could be made.

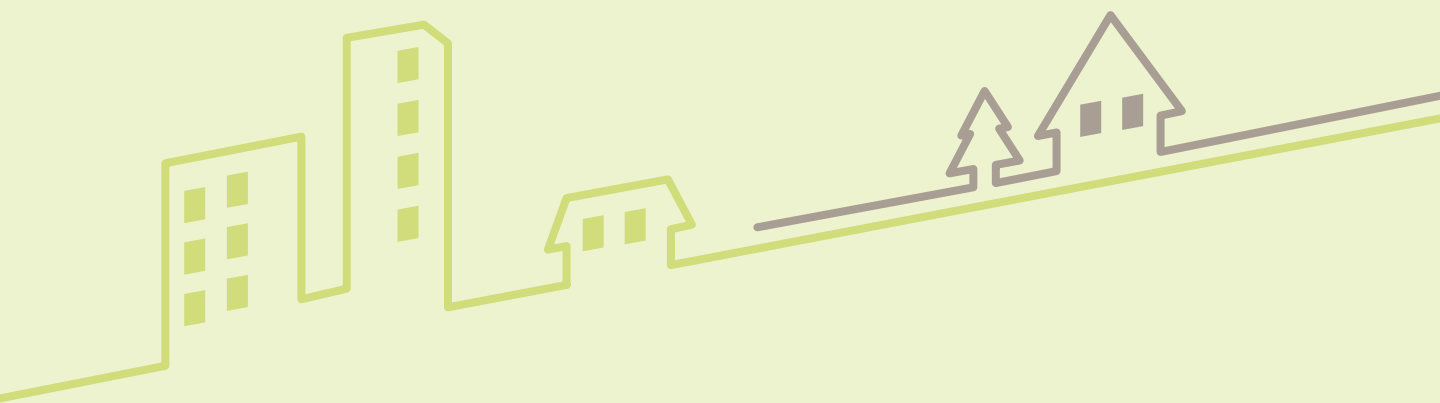
Given the breadth of citizen and community participation itself, the complexity of community and other levels of machinery that engage and enable participation, and the number of, and differences between, possible investors, proceeding with effective next steps is potentially complicated. The paper has laid out a number of suggestions for moving ahead with efforts that could help to understand and support citizen and community participation.

As discussed in the body of the paper investment and investment can occur at three distinct levels—at the level of the individual, the community or the convening/leadership level. In addition, investment and enabling strategies can be tied to spheres of activity such as health, sport, environment, faith, public safety, or education. Moreover, investment in citizen and community participation can also include measurable strategic outcomes such as increased voting levels among young people by 5 percent, having at least 23% of seniors engaged in volunteering, or reducing obesity by increasing physical activity rates by 10% in each province by 2010 (a target that has, in fact, already been set by the 14 Federal/Provincial/Territorial Ministers Responsible for Sport).

The decisions about how and where to invest in ways to increase and utilize citizen and community participation for the purpose of achieving broader goals need to be considered by a range of stakeholders: governments, communities, the business sector, voluntary organizations, academics and researchers, individuals.

The purpose of the paper is to provide a framework, and enough concrete advice, to facilitate and inform the discussions that must now occur. Discussions that can help decisions to be made about the importance of fostering citizen and community participation and the shared desired outcomes of all concerned.

Specifically, readers of the paper may want to consider the implications of the broad and multi-faceted definition of citizen and community participation that has been



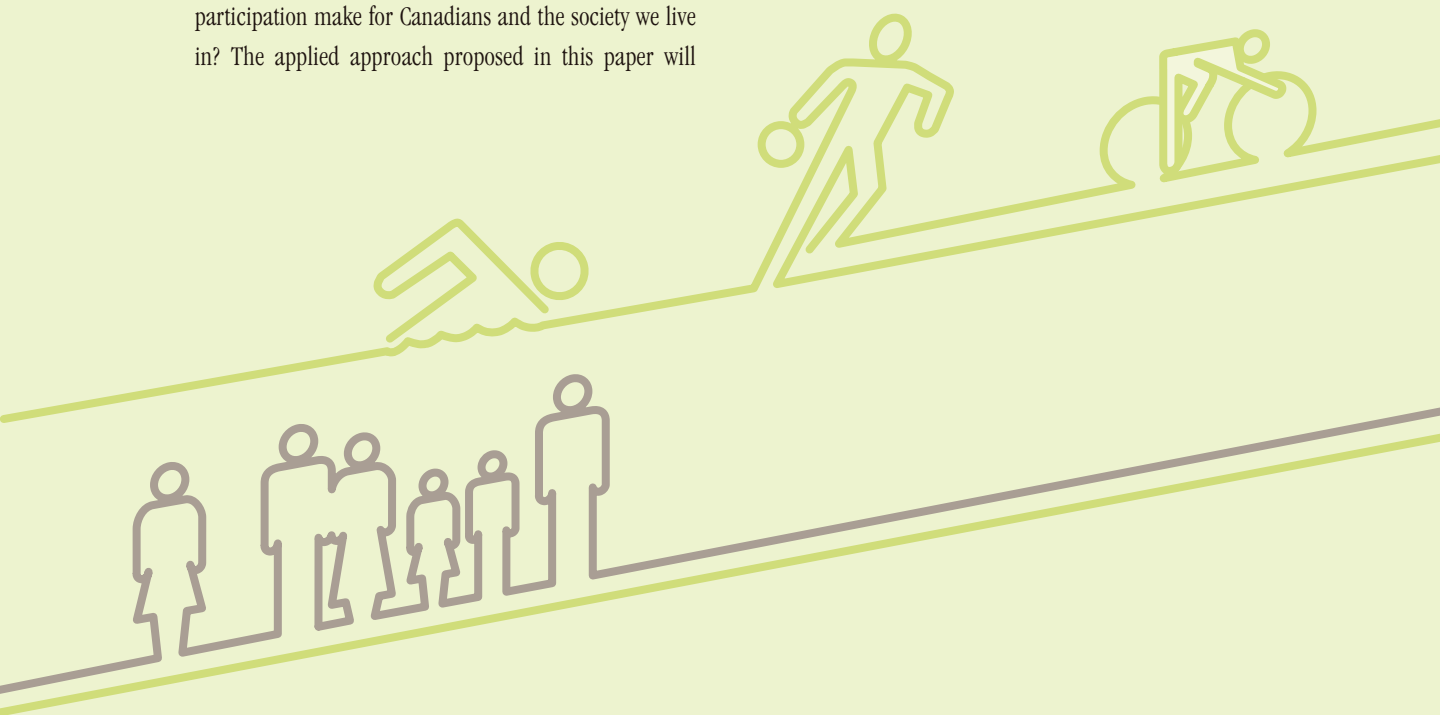
suggested. Clearly the implications will be different for someone leading a national sport organization versus someone trying to organize a caregivers network in a local community versus a federal government policy analyst.

Individuals and organizations currently engaged in work that seeks to mobilize, or understand, citizen and community participation may wish to consider the theses that are presented concerning the barriers to promoting an integrated, cross-sectoral approach and ways to overcome them.

Finally, the conceptual model for investment should provide a starting point for potential investors to identify where they might provide support to enable and explore citizen and community participation, and how such support can most effectively lever participatory behaviour to achieve larger community goals.

Perhaps it is fitting to conclude an exploratory paper such as this by answering a very specific question: What difference can a renewed focus on citizen and community participation make for Canadians and the society we live in? The applied approach proposed in this paper will

make a difference by adding value to existing organizations, movements and initiatives that contribute to citizen and community participation. It will do so by integrating the individual, community and leadership dimensions of citizen and community participation, in a way that allows diverse interests and investors to apply this integrated approach to address current social issues and social objectives. It treats citizen and community participation as an outcome; it's an approach that is adaptable to different ways of achieving that outcome, and with embedded effects that will continue to make an important contribution to the quality of life in Canada.



Action must be harnessed to a shared vision; a vision for a Canada in which each person makes a contribution and together we build a better world.

